

## Message Text

SECRET

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ACTION NODS-00

INFO OCT-01 ISO-00 /001 W  
-----007219 131533Z /50

O 131503Z JAN 78  
FM AMEMBASSY CAIRO  
TO SECSTATE WASHDC NIACT IMMEDIATE 4210  
AMEMBASSY TEL AVIV NIACT IMMEDIATE

S E C R E T SECTION 01 OF 02 CAIRO 01398

EXDIS (HANDLE AS NODIS)

FOR ASSISTANT SECRETARY ATHERTON FROM AMBASSADOR

E.O. 11652: GDS  
TAGS: PGOV, XF, US  
SUBJECT: AGENDA FOR JERUSALEM MEETING

REF: (A) STATE 9712, (B) CAIRO 1264, (C) CAIRO 1224,  
- (D) CAIRO 1303

1. AS REPORTED REF D, I ALREADY TOLD VP MUBARAK LAST NIGHT WHEN HE CALLED THAT WE ARE CONSIDERING SIMPLIFYING OUR AGENDA PROPOSALS AND THAT I HOPE IN DUE COURSE BE IN TOUCH WITH THE PRESIDENT ON THIS MATTER. HE AND I HAD SIMILAR CONVERSATION THIS MORNING WHEN I MET WITH HIM. HE IS ALSO ARRANGING APPOINTMENT FOR ME WITH SADAT, BUT THIS WILL PROBABLY NOT BE UNTIL 1100 SUNDAY, JANUARY 15, JUST PRIOR TO HIS MEETING WITH EGYPTIAN DELEGATION WHICH DEPARTS FOR JERUSALEM LATER SAME DAY. WILL TRY TO GET EARLIER MEETING, BUT THIS WILL DEPEND ON SADAT.

2. ALSO MET WITH FONMIN KAMEL EARLY THIS AFTERNOON AT HIS REQUEST. KAMEL SAID HE HAD BEEN IN TELEPHONIC CONTACT WITH SADAT YESTERDAY AND THE PRESIDENT REITERATED HIS HOPE THAT WE WOULD STAND BY OUR ORIGINAL AGENDA

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PROPOSALS. SADAT NEEDS SOME REFERENCE TO SOLVING PALESTINIAN QUESTION IN ALL ITS ASPECTS, KAMEL SAID. I REPEATED WHAT I HAD TOLD HIM YESTERDAY, NAMELY, THAT WE ARE CONSIDERING AN EVEN MORE SIMPLIFIED FORMULATION. (IT WAS INTERESTING THAT KAMEL NO LONGER OBJECTED TO OUR AGENDA PROPOSAL. SADAT SEEMS TO HAVE SET HIM STRAIGHT ON THIS MATTER.)

3. IN CONNECTION WITH OUR AGENDA, KAMEL SAID HE WOULD LIKE TO PROPOSE A SLIGHT REFORMULATION. HE DID NOT LIKE PHRASE "WITHDRAWAL FROM OCCUPIED TERRITORIES AND AGREEMENT ON SECURE AND RECOGNIZED BOUNDARIES," AND IS ESPECIALLY ANXIOUS TO AVOID THE USE OF THE TERM "AGREEMENT" IN THAT CONTEXT. HE IS CONCERNED THAT THE TERM WILL ENABLE THE ISRAELIS TO RAISE THE ISSUE OF EGYPT'S INTERNATIONAL BORDERS. HE SUGGESTED THAT PERHAPS THE ITEM MIGHT SIMPLY READ "WITHDRAWAL IN ACCORDANCE WITH U.N. RESOLUTION 242."

4. KAMEL SAID THAT SADAT COULD NOT AGREE WITH OUR PROPOSAL THAT EGYPTIAN DELEGATION PRESENT DETAILED PLAN FOR WEST BANK/GAZA ISSUE. HE REPEATED THE ARGUMENTS HE AND BOUTROS GHALI HAD MADE YESTERDAY: GOE HAS NOT BEEN MANDATED BY THE PALESTINIANS TO NEGOTIATE THEIR PROBLEM FOR THEM. PERHAPS AT A LATER STAGE A DETAILED PLAN MIGHT BE PRESENTED TOGETHER WITH PALESTINIANS AND THE JORDANIANS, BUT FOR NOW THE FOCUS SHOULD BE ON OBTAINING AN ACCEPTABLE DECLARATION OF PRINCIPLES. I RECALLED HE HAD EARLIER TOLD ME GOE WOULD BE SUBMITTING COUNTER-PROPOSALS TO BEGIN PLAN. HE ACKNOWLEDGED THIS HAD ONCE BEEN CONSIDERED, BUT IDEA HAD BEEN DROPPED. I URGED THAT GOE RECONSIDER THIS POSITION AND BE PREPARED AT LEAST TO COME UP WITH CONCRETE IDEAS ON THE POINTS IN THE BEGIN PLAN. IT SHOULD NOT JUST CONFINE ITSELF TO GENERALITIES.

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WE ARE BEST ABLE HELP IF EGYPTIANS, TOO, COME UP WITH CONCRETE COUNTER-PROPOSALS. HE CLAIMED SADAT NOW BELIEVES HE CANNOT DO THIS. (SADAT HAD EARLIER ACCEPTED OUR IDEA, BUT I FEAR KAMEL AND GHALI HAVE TALKED HIM OUT OF IT.) I WILL TRY TO MAKE POINT TO VP MUBARAK THAT CONCRETE EGYPTIAN IDEAS WILL BE NEEDED AND NOT JUST GENERALITIES.

5. I ALSO TOLD HIM THAT I UNDERSTOOD FROM MY TALK EARLIER IN THE DAY WITH VP MUBARAK THAT SADAT HAS CHANGED HIS MIND ON A DECLARATION OF PRINCIPLES. PRESIDENT NOW WANTS FOCUS OF THE JERUSALEM TALKS TO BE ON ARRIVING AT A COMPREHENSIVE SETTLEMENT. IN ANSWER TO MY QUESTION, MUBARAK HAD DEFINED THIS IN VERY GENERAL TERMS, E.G., WORKING OUT BORDERS, PALESTINIAN QUESTION AND WEST BANK AND GAZA. KAMEL WAS PUZZLED. THIS WAS A NEW ONE ON HIM AND HE INSISTED THAT IN HIS TALK OF YESTERDAY AFTERNOON WITH SADAT, PRESIDENT WAS STILL TALKING OF DECLARATION OF PRINCIPLES. WE AGREED THAT THE TWO CONCEPTS ARE COMPATIBLE AND THAT A DECLARATION OF PRINCIPLES IS CLEARLY A NECESSARY PREPARATORY STEP FOR MORE DETAILED DISCUSSIONS.

6. KAMEL ALSO NOTED THAT WE HAVE INDICATED THE SECRETARY WILL BE PREPARED TO COME UP WITH SOME CONCRETE IDEAS ON SUBSTANTIVE ISSUES. HE SAID IT WOULD BE HELPFUL IF GOE COULD BE GIVEN SOME IDEA OF WHAT THESE MIGHT BE PRIOR TO THE MEETING. I AGREED TO FORWARD HIS REQUEST, BUT EXPRESSED PERSONAL DOUBT THAT THERE WILL BE TIME TO DO SO. KAMEL DID NOT PRESS, BUT SIMPLY SAID IF IT WERE POSSIBLE TO DO SO, HE WOULD BE GRATEFUL.

7. FINALLY, I ASSURED KAMEL THAT AMBASSADOR LEWIS WILL DELIVER HIS LETTER TO DAYAN TODAY. HE EXPRESSED APPRECIATION.

8. COMMENT: AS WILL BE NOTED FROM VP MUBARAK'S COMMENTS  
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INFO OCT-01 ISO-00 /001 W  
-----007271 131548Z /45

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FM AMEMBASSY CAIRO  
TO SECSTATE WASHDC NIACT IMMEDIATE 4211  
AMEMBASSY TEL AVIV NIACT IMMEDIATE

S E C R E T SECTION 02 OF 02 CAIRO 01398

EXDIS (HANDLE AS NODIS)

REPORTED EARLIER TODAY AND FROM ABOVE, THERE IS CURRENTLY A GREAT DEAL OF CONFUSION IN TOP EGYPTIAN LEADERSHIP ON HOW TO PROCEED. SADAT'S THINKING IS EVOLVING SO RAPIDLY THAT HIS PRINCIPAL SUBORDINATES, AND ESPECIALLY FONMIN KAMEL, ARE UNABLE TO KEEP UP WITH IT. THE PRESIDENT'S SUDDEN DESIRE TO HAVE JERUSALEM TALKS FOCUS ON COMPREHENSIVE SETTLEMENT RATHER THAN A DECLARATION OF PRINCIPLES IS CLEARLY A SPUR OF THE MOMENT THOUGHT. NO ONE QUITE UNDERSTANDS HOW THIS COULD BE DONE AT JERUSALEM TALKS

VIRTUALLY FROM SCRATCH. I BELIEVE WE SHOULD TELL SADAT  
THAT WE SHARE HIS OBJECTIVE OF A COMPREHENSIVE SETTLEMENT,  
BUT BELIEVE THIS CAN ONLY BE ATTAINED IN STAGES AND, AS  
WE HAVE ALWAYS UNDERSTOOD FROM HIM, A DECLARATION OF  
PRINCIPLES WOULD BE A DESIRABLE FIRST STAGE. IT WOULD  
PROVIDE GUIDELINES FOR FUTURE, MORE DETAILED TALKS.  
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## Message Attributes

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